



Michigan State Police

Emergency Management and Homeland Security Division

Informational Bulletin

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Data Request for Public Damages Incurred due to Extreme Cold

The Michigan State Police, Emergency Management and Homeland Security Division (MSP/EMHSD) is asking northern Michigan counties and their respective communities that experienced damages due to this winter's extremely cold temperatures to compile and submit detailed public damage information as a part of a virtual damage assessment. The virtual damage assessment will assist the MSP/EMHSD and Federal Emergency Management Agency (FEMA) to determine the direction to take for potential disaster assistance. This Informational Bulletin outlines the virtual damage assessment process, required support documentation to be compiled, and the process for submitting information to the MSP/EMHSD.

Virtual Damage Assessment

Based on direction given from FEMA, Region V, the MSP/EMHSD is requesting information to determine whether sufficient eligible damages exist due to this winter's extremely cold temperatures. FEMA will review the information provided as a virtual damage assessment. If the results warrant, then a formal Preliminary Damage Assessment (PDA) will be requested. A PDA is the first step in the process to determine whether federal assistance will be requested.

NOTE: All information compiled during the virtual damage assessment will be used for any potential future state or federal assistance.

To supplement information previously provided to the MSP/EMHSD through the Michigan Critical Incident Management System (MI CIMS):

- All county emergency management coordinators must update the "Damage Assessment" board in MI CIMS for the incident "2014-02-13-Region 8-Freeze," if necessary;
- All jurisdictions must complete an ["Event Summary for Jurisdictions" spreadsheet](#) and provide all supporting documentation on a USB flash drive; and
- The USB flash drive must be received by the MSP/EMHSD through a jurisdiction's county emergency management coordinator no later than 5 p.m. July 3, 2014.

Previously, each jurisdiction (e.g., county, city, village, township, etc.) reported damages through their county emergency management program so they could be totaled on a county-wide basis for entry into the MI CIMS "Damage Assessment" board. For purposes of the virtual damage assessment, each jurisdiction will report their damages separately by completing an "Event Summary for Jurisdictions" spreadsheet providing summary costs, explanation of documentation, eligible activities, etc., and provide the requested support documentation. This follows the same procedures used in a formal PDA. The MSP/EMHSD will provide a USB flash drive to each jurisdiction through their county emergency management coordinator for reporting damages related to this incident.

NOTE: All requested information must be submitted in an electronic format on the USB flash drive.

Event Summary for Jurisdictions Spreadsheet

The "Event Summary for Jurisdictions" spreadsheet supplies the MSP/EMHSD and FEMA information about public damages caused by the extreme cold. The information compiled within the spreadsheet outlines a jurisdiction's damages, population, damage per capita, frost depth and source, average water utility budget, amount of damages covered by insurance, and initial "local state of emergency" declaration date.

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Data related to direct damage to public infrastructure should use the start event date of 02/13/2014 (with the incident period still being open). The [“Categories of Work” guidance document](#) includes a description of the seven categories of work — Categories A to G — for reporting purposes in Columns A to G within the spreadsheet. All reported damages should be separated using the descriptions provided within the guidance document.

NOTE: The following must be considered when completing Columns A to G (Categories A to G) within the spreadsheet:

- All costs related to general surveys to identify damage are not eligible for inclusion; however, if damage from the incident is discovered, the costs related to the inspection of the damaged section(s) may be submitted.
- The cost of establishing temporary emergency utility services in the event of a shutdown due to the incident may be considered as emergency work.
- Any work that is related to fixing damage to a water main from the incident and damage to infrastructure (resulting from the water main damages) may be submitted.
- All costs associated with snow removal activities, road damage as a result of frost heaves, work on lateral or service water lines (i.e., the portion that is not legally the responsibility of the municipality), and increased operating expense or lost revenue ARE NOT eligible.

When completing the “Event Summary for Jurisdictions” spreadsheet, please refer to the following for an explanation for those columns in the spreadsheet following the “Total” column:

- Population – For the population of the jurisdiction, use 2010 census data.
- Damage Per Capita – This is automatically calculated, once the population is entered, using the county threshold of \$3.50.
- Frost Depth – What was the average frost depth, in inches, in your jurisdiction?
- Frost Depth Source – What is the source of this information (e.g., National Weather Service, U.S. Geological Survey, municipal digital thermometers buried at specific depths, etc.) and where is the location of the source monitoring site?
- Average Water Utilities Budget – What is the average annual budget for the water and/or sewer authority/department that is responsible for the repair of water/sewer main breaks? (This data helps determine how much the authority/department has expended for this incident above and beyond the average annual budget).
- Covered by Insurance – What is the total dollar amount of damage to infrastructure (including water and/or sewer main breaks) that has been or may be covered by insurance?
- Emergency Declaration – Did the county declare a “local state of emergency”? If so, please enter the date of the original declaration. If not, please enter “no declaration.”

Supporting Documentation

In addition to the “Event Summary for Jurisdictions” spreadsheet, each jurisdiction must assemble a documentation packet demonstrating work completed and actual costs incurred during the incident. For a complete packet, the following should be submitted:

NOTE: All damages identified in Columns A to G (Categories A to G) within the “Event Summary for Jurisdictions” spreadsheet MUST have supporting documentation.

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- A completed “[Jurisdiction Information and Data Checklist](#).” This checklist includes the name and contact information for the person who can answer any questions about the damages reported for each jurisdiction, a checklist outlining the categories of data being requested and a means to identify what data is being provided by the jurisdiction.
- Each jurisdiction submitting damages must include the following information in their packet — if relevant — for work that has been completed:
 - Force Account Labor – The incident related labor costs for employees of the jurisdiction. This would include the following:
 - Labor costs, records and time sheets for each employee.
 - Employee’s name, date the work was performed and work location.
 - Fringe benefits.
 - Force Account Equipment – The incident related costs of equipment owned by the jurisdiction. This would include the following:
 - A list of the equipment rates used to calculate costs.
 - Operator’s names, dates, work being completed and work location.
 - Force Account Materials – Materials purchased by the jurisdiction used during the incident.
 - Contracts for work done related to the incident. Include the scope of work for the contract if it is not described within the contract document.
 - Invoices related to damages incurred from the incident.
 - For work that is estimated (identified but not completed), the estimate should include a completed scope of work and costs with labor, materials and equipment broken out.
- Maintenance records for the water and sanitary sewer mains and laterals that were damaged from the incident and include the following:
 - When were they installed (date)?
 - Have they been damaged in the past and replaced? What was the cost? What were the frost and weather conditions?
 - What was the condition of the water or sewer main/lateral before it was damaged?
 - Does the utility or jurisdiction conduct regular maintenance or inspection?

NOTE: Maintenance records requested will help compare this year’s extreme event to previous years’ work.

- Facility information needed:
 - Preventative Maintenance – Proof of a preventative maintenance program, such as gate valve exercising (on/off – visual check for leaks, etc.); water-main cleaning, lining, or flushing; and fire hydrant flushing (usually performed annually); etc. for the water and/or sewer system damaged in the incident.
 - Comprehensive Maintenance – Proof of replacement of water and/or sewer distribution/transmission lines beyond useful service life; and proof of active replacement of known defective water and/or sewer distribution/transmission lines, such as galvanized steel pipe or wire-coiled wood pipe, etc.
 - Breaks – What is the average number of breaks (annually) for the last ten years (statistically significant – less than 1/6 of service life), as compared to the average number of breaks for the 2013-2014 winter season?
 - Age – What is the age of water and/or sewer transmission/distribution systems that suffered breaks?

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- Additional information needed:
 - Labelled photos identifying all damages included in the packet.
 - Copies or an explanation of the local codes and standards for water and/or sewer pipe depth.
 - Any additional data that demonstrates the costs incurred from damages related to the incident that varies significantly from the municipality's average annual expenditures.

NOTE: The MSP/EMHSD is working with the Michigan Department of Transportation (MDOT) and the National Weather Service (NWS) to obtain regional frost depth data, and with the Michigan Department of Environmental Quality (MDEQ) to obtain any state codes and standards related to damage from this incident.

Frequently Asked Questions

The following are some frequently asked questions about which costs should and should not be included:

- What about pumps and lift stations that may have frozen up or broken due to freezing?
 - Yes. Pumps and lift stations are considered as eligible equipment as long as they are public infrastructure.
- Would the cost of all of the additional chemicals (e.g., chlorine) used to treat water (after water mains that broke due to freezing were repaired) be allowable?
 - Yes, but with caution. A case would have to be made that more chemicals needed to be added at the water treatment plant to render the water potable. The jurisdiction would have to break out the costs that were above and beyond normal use, and show that due to higher volumes of water, it costs more and more chemicals had to be used to treat the water.
- What if a jurisdiction doesn't budget for water main breaks?
 - They should still submit their damages and should be included in the "Event Summary for Jurisdictions" spreadsheet. The downside is that they do not have previous years to compare data.
- What if equipment had to be purchased to thaw water mains and pipes?
 - Yes and no. The full purchase price of the equipment would not be considered and should not be counted. However, the time that the piece of equipment is being used can be considered.
- Can a municipality include the cost of preventing pipes from freezing?
 - Yes. If a municipality had to take measures to thaw water mains and laterals, then those costs would be considered protective measures. Only the protective measures done on public water mains and to the portion of the laterals that are the legal responsibility of the municipality are considered, and only overtime for labor is counted.
 - By definition, "emergency protective measures" mean actions taken by a community before, during, and after a disaster to save lives, protect public health and safety, and prevent damage to improved public and private property.
- Can a municipality include the additional water usage from emergency orders for running water to stop pipes from freezing?
 - No. Any increased operating expenses resulting from the disaster or lost revenue are not considered; however, the cost of establishing temporary emergency utility services in the event of a shut-down may be considered as emergency work
- Who reports the damages?
 - The jurisdiction that has the legal responsibility or ownership of the facility at the time that it was damaged from the incident.

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- Who is considered an eligible applicant if a presidential disaster is declared?
 - State government agencies, local governments, certain private nonprofit organizations, and federally recognized Indian tribal governments.
- If streets had to be dug up because of a water main break and concrete or black top had to be hauled away, is this clean-up considered debris removal?
 - If incident-related mud, silt, or other accumulated debris does not pose an immediate threat but its removal is necessary to restore the utility, its removal is considered as part of the permanent work. However, if it does pose an immediate threat, the incident-related work could be considered debris removal under Category A.
 - Debris removal consideration:
 - Any clearance, removal, and/or disposal of items such as trees, woody debris, sand, mud, silt, gravel, damaged building components and contents, wreckage produced during the conduct of emergency work, and other incident-related wreckage. For debris removal to be considered, the work must be necessary to:
 - Eliminate an immediate threat to lives or public health and safety
 - Eliminate immediate threats of significant damage to improved public or private property when the measures are cost effective
 - Ensure the economic recovery of the affected community to the benefit of the community-at-large
- Are damages to Waste Water Treatment plants eligible?
 - Yes. As long as the responsible party is a public entity and the damage is a result of the incident. The same considerations apply to waste water treatment plants as do to water treatment plants.
- If a municipality never declared a “State of Emergency” during this incident, will that preclude them from submitting damages?
 - No. A locally declared “State of Emergency” certainly may benefit the local jurisdiction and overall impact statement, but will not preclude a jurisdiction from submitting damages related to the incident.
- Why is the average annual water and/or sewer utilities budget being requested?
 - The average annual budget is part of the information necessary to document how the jurisdiction plans for the expenses related to “typical” water main/lateral breaks and related expenses to conduct repairs and maintenance. It becomes a baseline for comparison with the expenses related to this event and how much has been expended above and beyond what the jurisdiction normally budgets.

Submitting Information

Once all of the requested information is copied to the supplied USB flash drive, please submit it to your county emergency management coordinator. They will forward USB flash drives from all jurisdictions within the county to the MSP/EMHSD District Coordinator. In turn, the MSP/EMHSD will compile and organize the information received from all jurisdictions and submit one package to FEMA for review.

Contact Information

Questions concerning this Informational Bulletin should be directed to your local emergency management coordinator or MSP/EMHSD District Coordinator.